



URBAN DEVELOPMENT INSTITUTE

ONTARIO DIVISION

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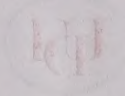
BRIEF TO

THE ROYAL COMMISSION

ON

METROPOLITAN TORONTO

January, 1964



URBAN DEVELOPMENT INSTITUTE

URBAN DEVELOPMENT INSTITUTE
ONTARIO DIVISION

PRESENTED TO
THE ROYAL COMMISSION
ON
METROPOLITAN TORONTO

JANUARY, 1964

TO
THE ROYAL COMMISSION ON METROPOLITAN TORONTO

Gentlemen:-

1. The Urban Development Institute (Ontario Division) is an Association of Land Developers, Consulting Engineers, Town Planners and Architects in the Province of Ontario. A full statement of the Institute's policies and objectives are contained in Appendix "A" which is attached hereto.

2. In the broadest terms, the Institute's aim is to obtain for the community, the best possible conditions for urban development and re-development, including the availability of building lots at the lowest price to the public. To this end, the Institute has previously submitted to the Ontario Government: "A Brief to the Select Committee on the Municipal Act and Related Acts" (September, 1961), and "Municipal Tax Problems in Urban Development" to the Hon. John P. Robarts, Q.C., Premier of Ontario (December, 1962). Copies of these are enclosed.

3. In the period 1951-1961, the Metropolitan Toronto Planning Area accounted for over 35% of Ontario's population growth. The tremendous effort in accommodating that increase and in providing for complementary commercial, industrial and public services, could only have been accomplished by public and private developers acting in concert.

4. The mutual interdependence of government and industry in the urban development field will continue, and all new development will only take place within the framework of government controls.

It is thus axiomatic that the structure of local government is of prime importance to the development industry.

5. The Urban Development Institute therefore appreciates the opportunity to make this submission. This Brief is intended to respectfully direct your attention to the untoward effects of the present municipal structure in the Metropolitan Planning Area on the development industry. These effects stem chiefly from three conditions:

- A. The multiplicity of jurisdictions.
- B. The financial imbalance of local jurisdictions and the financial inequalities between them.
- C. The urban-rural division in the municipalities outside Metropolitan Toronto.

A. THE MULTIPLICITY OF JURISDICTIONS

6. There are 26 local municipalities in the Metropolitan Toronto Planning Area and all important development applications require at least one approval from one of these, plus the approval of the Metropolitan Government, plus the approval of the Province.

7. For the developer, it is not the existence of the third level of government which is the major problem. Although the necessity of processing development applications through agencies at the metropolitan level does entail some duplication of effort, the loss of time and extra costs involved are seldom significant. In fact, serious delays at the metropolitan level are less and less frequent every year. The design standards of the metropolitan agencies are now well known, their requirements are channelled to the local municipalities along ever-improving lines of communication, and, we believe it fair to say, they are less and less concerned with the details of design than they once were.

8. This trend is apparent, for example, in the steady decline in the importance of the position of Subdivision Administrator

in the Metropolitan Toronto Planning staff organization. Originally a division head's position occupied by a senior technical person, the duties of this office are now performed by a senior clerk.

9. For the developer, the chief disadvantage of the multiplicity of jurisdictions is the confusion which flows from the differences in the types of development controls exercised by the local municipalities, and from their methods of administering them.

10. For examples, some 16 of the local municipalities have Official Plans. All differ in content, format, and terminology. Their approval by the Province notwithstanding, few of these local Plans have any value whatever as guides to future development. While it is true that the Metropolitan Toronto Official Plan, when completed, will provide for the first time a meaningful guide to the manner and sequence of development for the whole urban area, that Plan will be necessarily broad-brush in its proposals. Detailed plans covering Districts will be required to supplement the general proposals of the overall Plan. Unless these District Plans are in harmony with, or preferably, unless they replace the local Official Plans, conflicts, delays and confusion are certainties.

11. It should be pointed out in this context that frequently the detailed structure of a plan of subdivision is closely bound up with necessary amendments to an Official Plan. This would almost automatically be the case where a large development is involved. Basic considerations of housing types, density, road pattern (where collector streets and arteries are involved), commercial and recreational facilities, all will raise questions fundamental to official policy, and may at any point produce issues where conflict can arise on a three-way basis between the developer, the local authority and Metro.

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12. Even given harmony between all three parties, the prospect of a hierarchy of Official Plans is alarming, at least to the developer. Consider, for example, the time and cost involved should it ever become necessary as part of a development application, to amend, in sequence:

- A Scarborough Township Tertiary Plan
- A Scarborough Township Secondary Plan
- The Scarborough Township Official Plan
- A Metropolitan District Plan
- The Metropolitan Official Plan

13. All of the local municipalities have zoning by-laws, but these all differ in almost every conceivable way. There is no uniformity in the definitions of uses, in the numbers and types of zoning categories, in the uses permitted in each category, or in the regulations which pertain thereto. North York, for example, insists on a minimum lot size greater than either Scarborough or Etobicoke. For no important reason, North York requires at least a 25 foot set-back on building lots, whereas Scarborough permits 20 feet. Scarborough regulates apartment densities on the basis of the number of suites per acre, but the City of Toronto uses the alternative floor space index method.

14. Engineering design standards also vary from place to place. Thus, Etobicoke permits minimum 8" sanitary sewers, whereas North York requires a 10" minimum pipe size. Notwithstanding the uniformity of precipitation over the Metropolitan Area, the design criteria for storm sewers differ from municipality to municipality.

15. Likewise there are differences in the requirements of building codes. Structural standards, fire control requirements, lists of acceptable materials etc., can and do vary greatly. Brick-veneer houses have always been acceptable on the East side of Victoria

Park Avenue in Scarborough for example, but only recently on the West side in North York, and there subject to greater fire-proofing requirements which differ sharply from Scarborough's. Etobicoke likewise has recently modified its fire control requirements to standards similar to those required in North York.

16. The local municipalities all differ in their procedures for handling development applications and for administering the agreements with developers upon which the approval of most applications are conditional. Toronto Township and Scarborough, for instance, charge \$10. per acre and \$5. per acre respectively for processing draft plans of subdivision. Etobicoke and North York charge nothing. Most agreements with developers involve at least the Planning, Engineering, Legal, Treasurer's and Clerk's Departments of any municipality, but it is seldom the same Department which has the prime responsibility. For instance, functions performed in the Scarborough Clerk's Department are carried out in the North York Planning Department. On the other hand, some duties of the North York Planning Department are performed in the Scarborough Building Department.

17. Similarly, there is no consistency in the conditions attached to subdivision and other agreements. This is indicated in Appendix "B", which shows the resultant variation in servicing costs between the large suburban townships. Within the boundaries of Metropolitan Toronto, all new development is subject to the Metro Trunk Sewer Levy. The local municipalities may or may not impose a similar levy or a slightly different levy. Beyond the limits of Metropolitan Toronto, in the Metro Planning area, there is, an arbitrary levy of between \$500. and \$800. per lot for "administrative purposes," as in Appendix "C" attached.

18. Local School Boards differ in their standards for the sizes of school sites. The several Utilities Commissions follow as

many individual policies with respect to the size and payment for hydro substation sites. The various Parks Boards observe different standards for the types and locations of lands acceptable for park purposes.

19. Thus, despite the fact that the Metropolitan Area constitutes a single market area for the development industry, it is extremely difficult for a developer to move freely within that sphere. It is not possible to change from one municipality to the next without misunderstandings, delays, and the extra costs which accrue therefrom.

20. In the land development field, as in most forms of business enterprise, a successful operation demands good faith and mutual trust between the developer and public officials, both appointed and elected. A developer can work successfully and win good repute in one local municipality and find, on wishing to develop elsewhere in Metro, that he must start again from scratch. The Metro housing market one entity and the efficient investment of capital throughout that area should not have to depend on learning the whims and "personalities" of a multiplicity of local government systems.

B. FINANCIAL IMBALANCE

21. No doubt sufficient details of the imbalance between the needs and financial resources of the local municipalities, and of the inequalities as between municipalities in this respect, have been placed before this enquiry by persons competent to do so. For the development industry, the effects are two-fold. The first may be described as "planning by assessment". The second is the imposition of increasingly onerous servicing and financial requirements on developers by municipalities.

22. Within Metropolitan Toronto, "planning by assessment" has not really resulted in a great deal of over-zoning for industry although this is prevalent to some extent in the townships immediately beyond the Metro boundary. The most deleterious effect of "planning by assessment" lies in the severity of the requirements set for residential development. In contrast, the servicing requirements for industrial subdivisions are negligible. The standards set for residential buildings are frequently arbitrary, and bear little relationship to the actual housing market. It is quite depressing for example, to hear the Scarborough Planning Board haggle with a developer as to whether 40 or 50% of the homes will have 1300 sq. ft. of floor area, and whether garages will be attached to all, or to only half of the dwellings.

23. In the municipalities outside Metropolitan Toronto, financial difficulties frequently compel a complete halt to residential development until industrial assessment arrives either fortuitously, or as a result of a developer's efforts.

24. The second result of financial imbalance is the tendency to impose on the developer increasingly onerous requirements for services, both internal and external to his project. This is especially pronounced in municipalities having the least favourable financial circumstances.

25. The present method of financing municipal services in new residential developments causes distinct hardship to the home buyer. The cost of a lot to the builder is the full value of land and all services (including whatever trunk facilities and outside contributions the developer is required to provide). Because of the prevailing methods of lot evaluation for loan purposes by Central Mortgage & Housing Corporation, a substantial portion of this cost is passed directly to the home buyer in the form of down-payment.

26. Local authorities have demonstrated no ability to deal with this problem, and, to date, no real concern for its consequences. A metropolitan-wide authority, if responsible for this problem, may be better equipped to make use of more realistic principles of financing land development. Appendix "B" shows the increase in the costs of services required of developers as conditions to subdivision registration in Scarborough, Etobicoke and North York, in the years 1953, 1958 and 1963. It will be observed that these costs vary, and that they have increased substantially.

27. Perhaps the most serious result of these increased costs is that it is now impossible for private industry to market housing for families below the middle income level (\$5,500 per annum), in Metro Toronto. This means that more than 60 percent of the families in Metropolitan Toronto are prevented from purchasing a new home.

28. It is well recognized that provision for housing at the low and lower middle income levels is a major failure in the Metropolitan Area in the past decade. It is hoped and expected that the Metropolitan Corporation will accelerate the provision at low rent accommodation for low income levels. This is a field in which the private sector can not assist except as contractors or under subsidy agreements with government.

29. However, unless the current trend toward ever-increasing servicing requirements and costs is reversed, the private sector will continue to be denied the opportunity to provide housing for the lower middle income range (\$4,000.-\$5,500. per annum). It is questionable indeed if public agencies can or will meet the demand for accommodation for this large segment of the population unassisted by private enterprise. Thus, the net effect of these servicing requirements is to defeat in practice, the theoretical purpose of the National Housing Act, which is patently

aimed at providing accommodation for the statistically largest segment of the population, namely, the lower income families.

C. THE URBAN-RURAL DIVISION

30. It is not suggested here that the division between urban and rural has any validity in a sociological sense in this part of the Province. However, it does have significance for the structure of local government in that there is a distinct difference between urban and rural needs for municipal services.

31. Within the Metropolitan Planning Area, neither the existing, or the foreseeable future limit of urban development is properly reflected by any local municipal boundaries, or by any combination of them. The present boundaries of Metropolitan Toronto in most directions fall far short of embracing the area of urban uses. This is evident in the extent of urban growth in Pickering, Markham, Vaughan and Toronto Townships. On the other hand, substantial portions of those municipalities are, and for some time to come should remain rural.

32. Toronto Township must be considered an urban municipality, but in the other three, urban growth has not yet reached the point where political power has passed from the rural element. In this atmosphere, the residential developer is an agent of urbanization whose activities may, unless the price of his product is high enough, or unless he is prepared on his own account to develop industrial assessment, bring higher taxes to the rural segment which would obtain no short term compensating profit from his activities. As a result, such a developer, in addition to his usual difficulties, must face an essentially negative municipal attitude toward his proposals.

33. It is suggested that if the urbanizing parts of those municipalities could be better separated, for financial purposes, from the rural segments, a more positive municipal attitude toward development might prevail.

34. The mere extension of the boundaries of the Metropolitan Government to include only the urban and urbanizing portions of those Townships might leave rural remnants which are themselves uneconomic as units of local government. On the other hand, there are distinct financial disadvantages to the inclusion of rural areas with an essentially urban municipality, as evidenced by the continuing battle between the farmers of north-eastern Scarborough, and the Metropolitan Toronto Assessment Department.

35. In the Town of Oakville, which includes a substantial rural segment, the Ontario Municipal Board met this problem by suggesting an "urban service area" which, for taxation purposes, divides the urban uses, and urban servicing costs, from the rural sector. The limit of the urban service area is a more flexible divider than a municipal boundary, and accordingly should in future be more easily extended in pace with the spread of urban development.

36. The extension of the Metropolitan Corporation's limits to coincide with those of the Metropolitan Planning Area, and the adoption of the urban service area technique would appear to offer these advantages:

- a. It would make it possible to achieve administrative boundaries which are co-incident with desirable planning limits.
- b. A regional plan for the planning area would then be assured of implementation, through the existence of a regional administrative body.

- c. The use of an urban service area would make possible a separation of urban from rural for taxation purposes and thus avoid the conflicts over needs and desires between the urban and rural elements of partially developed townships.
- d. The urban servicing area boundary could be closely tailored to the area of urban development, and extended in pace with the spread of urban uses and utilities.

D.

RECOMMENDATIONS

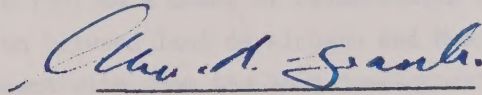
The Institute recommends that in whatever solution to the metropolitan problem is necessary, consideration should be given to the following:

- (i) That control of Official Plans, zoning, building by-laws, engineering design standards and specifications, and subdivision agreement requirements be vested in the central government, and made uniform over the whole of the Metropolitan Planning Area (but administered locally).
- (ii) That, if a federation of municipalities continues in some form, the financial resources of the local municipalities be balanced against their needs, and that the inequalities between local municipalities in this respect be eliminated.
- (iii) That the boundaries of the central government be extended to include the whole of the present Metropolitan Planning Area and that the urban service area technique be used to divide urban from rural within that area.

(12)

The Institute is of the opinion that for achievement of the above-mentioned recommendations, it would be necessary to recognize the necessity of the amalgamation of the municipalities involved.

All of which is respectfully submitted.

A handwritten signature in blue ink, reading "Chas. A. Grant". The signature is written in a cursive style with a horizontal line underneath the name.

President

URBAN DEVELOPMENT INSTITUTE
(ONTARIO DIVISION)

A P P E N D I X "A"

THE URBAN DEVELOPMENT INSTITUTE

The Urban Development Institute (Ontario Division) is an association of individuals and companies actively engaged in land development and re-development in the Province of Ontario. The Institute was formed in 1957 as a means of establishing a recognized channel of communication between land developers and Municipal and other levels of government with whom the land development industry shares a desire to see better planned communities and an improvement in the Canadian residential environment.

In addition to land developers, and in order to be more representative of all firms and companies engaged in land development, the Institute accepts as "Associate Members" certain selected firms in the fields of urban development engineering, town planning and architecture. Thus in seeking closer co-operation with various government boards, committees and agencies in matters affecting land development, the Institute is able to offer the benefits of the combined experience of its Members.

The Institute maintains a Central Office in Toronto, which is organized as a clearing house of information to the Membership, and acts as a focal point between Members of the Institute and officials of all levels of government.

APPENDIX A - Part Two

STATEMENT OF POLICY

In March, 1960, the Urban Development Institute (Ontario Division) received its Provincial Charter as a non-profit organization, having the following aims and objectives:

1. TO PROMOTE well-planned communities by encouraging the reasonable and economic use of land.
2. TO PROMOTE efficiency and a high standard of ethics among persons and corporations engaged in land assembly and development.
3. TO PROMOTE understanding and co-operation between persons and corporations engaged in land assembly and development and municipal planning and other governmental authorities and agencies.
4. TO PROMOTE the availability of building lots at the lowest possible cost to the public.
5. TO PROMOTE revisions in the tax structure so that land alone will not be required to produce the revenue necessary for educational and social services.

APPENDIX B - 1

ACTUAL COST PER LINEAL FOOT OF ROADWAY OF
MUNICIPAL SERVICES IN TYPICAL SUBDIVISIONS
IN NORTH YORK, ETOBICOKE & SCARBOROUGH.

1 9 5 3

	<u>Etobicoke</u>	<u>North York</u>	<u>Scarborough</u>
Residential Roads	\$ 6.25	\$ 11.50	\$ 12.43
Concrete Curbs & Gutters	nil	nil	3.15
Local Water Mains	4.70	3.44	2.46
Local Sanitary Sewers	4.70	3.98)	
Storm Drainage	5.50	1.63)	
(In Etobicoke and North York,		)	
sodded ditches, storm sewers,		)	
outfalls and water courses only		)	
required, varied considerably		)	18.66
depending on location of property		)	
and whether or not water course		)	
near or through it.)		)	
House Connections	2.80	4.39)	
Residential Street Lighting	nil	1.67	nil
Residential Street Signs	nil	.08	nil
Engineering Design and Supervision			
Fee (in Etobicoke all paid to the			
Township; in Scarborough .70¢			
paid to the Township).	.50	1.49	3.59
Landscaping of Boulevards and			
Driveways	2.80	3.00	nil
Sidewalks	nil	nil	4.86
(except main			
arteries)			
Winter Maintenance	nil	.37	.33
Performance Bond	nil	.25	.18
Municipal Contributions for trunks	nil	nil	9.56
	\$27.25	\$31.80	\$55.22

.....continued

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APPENDIX B - 2

ACTUAL COST PER LINEAL FOOT OF ROADWAY OF MUNICIPAL
SERVICES IN ETOBICOKE, NORTH YORK AND SCARBOROUGH.

1 9 5 8

	<u>Etobicoke</u>	<u>North York</u>	<u>Scarborough</u>
Residential Roads (28' pavement)	\$ 11.90	\$ 15.60	\$ 12.23
Concrete Curbs & Gutters	4.00	2.92	3.38
Local Watermains	6.25	6.00	6.23
Local Sanitary Sewers	6.00	6.65	7.58
Local Storm Sewers & Outfalls	9.50	8.39	15.89
Rear Lot Drainage	.15	.11	nil
Rear Lot Sodding	nil	nil	4.90
House Connections	3.10	4.50	4.76
Residential Street Lighting	1.00	2.00	nil
Street Signs	.10	.10	nil
Township Engineering Fee	2.70	.94	.84
Consulting Engineering Design and Supervision Fee	2.80	2.90	3.45
Landscaping of Boulevards and Driveways	1.70	.80	.64
Maintenance of Roads and Service	1.00	1.10	.47
Performance Bonds	.70	.45	.58
Sidewalks	5.35	6.24	5.33
Metro & Local Levies	4.15	8.30	8.27
	\$60.40	\$67.00	\$74.55
% Increase 1953 - 1958 -	122%	110%	35%

.....continued

APPENDIX B - 2

ACTUAL COST PER LINEAL FOOT OF ROADWAY OF MUNICIPAL
STREETS IN BROOKLYN, QUEENS, RICHMOND AND ROCHESTER.

1952

1952	1951	1950	1949
Metropolitan Police	8.27	8.30	8.27
Sidewalks	2.73	2.74	2.73
Performance Bonds	.58	.47	.47
Maintenance of Roads and	1.00	1.10	1.00
and Driveways	1.70	1.80	1.70
Inspection of Roadways	2.80	2.90	2.80
Consulting Engineering Fees	2.70	2.80	2.70
Street Signs	1.10	1.10	1.10
Residential Street Lighting	1.00	1.00	1.00
House Connections	2.10	2.20	2.10
House Lot Paving	4.11	4.11	4.11
House Lot Drainage	1.12	1.12	1.12
Local Storm Sewers & Outfalls	9.50	9.50	9.50
Local Sanitary Sewers	6.00	6.00	6.00
Local Watermain	6.25	6.00	6.25
Concrete Curbs & Gutters	4.00	4.00	4.00
Residential Roads (28)	11.50	12.50	12.50
Total	125.40	127.00	125.40

APPENDIX B - 3

ACTUAL COST PER LINEAL FOOT OF ROADWAY OF MUNICIPAL
SERVICES IN ETOBICOKE, NORTH YORK, AND SCARBOROUGH.

1963

	<u>Etobicoke</u>	<u>North York</u>	<u>Scarborough</u>
Residential Roads (28' pavement)	\$ 12.50	\$ 17.00	\$
Concrete Curbs & Gutters	4.00	2.85	
Local Watermains	6.70	7.60	N/A
Local Sanitary Sewers	6.00	7.25	
Local Storm Sewers & Outfalls	9.60	15.55	
Rear Lot Drainage	.20	nil	
Rear Lot Sodding	nil	nil	
House Connections	9.20	5.45	
Residential Street Lighting	.30	2.20	N/A
Street Signs	.05	nil	
Township Engineering Fee	4.00	1.25	
Consulting Engineering Design and Supervision Fee	5.00	4.20	
Landscaping Boulevards and Driveways	3.00	nil	
Maintenance of Roads and Services	1.00	nil	
Performance Bonds	.70	1.30	
Sidewalks	5.50	5.35	N/A
Metro & Local Levies	7.40	9.10	
O.L.S. check of bars & stakes	.10	nil	
	\$75.25	\$79.16	
% Increase 1958 - 1963	- 25%	18%	

A P P E N D I X "C"

CAPITAL PAYMENT REQUIREMENTS IN VARIOUS TOWNSHIPS

TORONTO TOWNSHIP:

Lot Levy \$550.00

Installation of Hydro Services: \$150.00

Depletion of Capital Cost for
sewers and water: \$400.00

Additional levy for Trunk Sewers:
\$1,000.00
per acre

PICKERING TOWNSHIP:

Lot Levy \$500.00

Pumping station and sewers

OAKVILLE (Town):

Lot Levy \$600.00

Head work plants
Oversize watermains
Sanitary Sewers
Sidewalks
Replacing sod after flood damage

ETOBICOKE TOWNSHIP:

Metro Sewer Impost:

Residential: \$ 2.50 per front foot
Indust. & Comm.: \$250.00 per acre
Multiples: \$ 50.00 per unit PLUS
\$545.00 per acre

NORTH YORK TOWNSHIP:

Metro AND North York Sewer Impost:

Residential:
Singles: \$ 5.00 per front foot
Semi's: \$ 5.00 per front foot
Multiples: \$1,090.00 per acre PLUS
\$ 100.00 per suite

SCARBOROUGH TOWNSHIP:

Trunk Sewers (Metro):

Res. & Comm.: \$ 2.50 per front foot
Indust. & Comm.: \$ 250.00 per acre
Multiples: \$ 50.00 per unit PLUS
\$ 545.00 per acre

Trunk Sewers (Township):

Residential: \$ 2.50 per front foot
Non-Indust. Blocks: \$ 100.00 per 5M sq. ft.
Indust. Blocks & Lots: \$ 250.00 per acre

Trunk Watermains

\$ 25.00 per lot PLUS
\$ 25.00 per 5M sq. ft.

Road Restoration

\$ 3.50 per ft. ROAD FRONT

Engineering Costs

\$ 35.00 per acre

